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EFFECTS OF TAXATION, INCLUDING SUCCESSION DUTIES, ON LAND USE IN ONTARIO

A Brief to the Ontario Committee on Taxation from the Conservation Council of Ontario - January 22nd 1964.

The Conservation Council of Ontario

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A Brief to the Ontario Committee on Taxation
January 22, 1964.

The Chairman and Members,
The Ontario Committee on Taxation,
88 University Avenue,
Toronto 1, Ontario.

Gentlemen:

The Conservation Council of Ontario appreciates this opportunity to submit its views to your Committee on the effects of taxation, including succession duties, on land use in Ontario.

We have taken note that one of the main purposes of your Committee is to examine and report on the taxation and revenue system of the Province with a view to determining whether such system is as conducive to the sound growth of the Province as can be devised.

The chief aim of the Conservation Council is to encourage in every way possible the use of land and resources to achieve such growth, which we take to mean social as well as economic advancement. Our Council believes that taxation can be an important tool in achieving this objective.

The Conservation Council of Ontario is composed of the major organizations in Ontario concerned with the use and management of the Province's renewable natural resources of soil, water, forests, fish & wildlife and of land and the natural environment in general. These 17 organizations are:-

Canadian Institute of Forestry
Community Planning Association of Canada (Ontario Division)
Federated Women's Institutes of Ontario
Federation of Ontario Naturalists
Junior Farmers' Association of Ontario
Northern Ontario Tourist Outfitters
Ontario Chamber of Commerce
Ontario Council of Commercial Fisheries
Ontario Federation of Agriculture
Ontario Federation of Anglers and Hunters
Ontario Forestry Association
Ontario Institute of Agrologists
Ontario Professional Foresters Association
Ontario Soil and Crop Improvement Association
Quetico Foundation
Soil Conservation Society of America (Ontario Chapter)
Town Planning Institute of Canada (Central Ontario Chapter)

Each of these groups has an interest in land and resources from a special point of view. By drawing on the wealth of knowledge and experience from among them, and from among its individual members, the Council endeavours to appraise resource problems as comprehensively and objectively as possible.

The Conservation Council has long been concerned with problems of land use in Ontario and has expressed its views on a number of occasions, notably in a Report on Land Use to the Ontario Government in 1960. As this report has a section on Taxation and Land Use (Page 30), and as it makes some suggestions for resolving land competition that bear on matters of assessment and taxation (Pages 36, 37 & 39) a copy of the report is attached to this brief.

The Council is concerned with land use because land is the habitat of man. It not only provides us with food, clothing and shelter and most of the material requirements of our civilization, but much else besides. Land is the home of countless kinds of plant and animal life, many of them adding beauty and richness to our lives, with many more being significant ecologically.

Land also is the landscape. It is well known that our physical surroundings have a profound psychological influence upon us; that landscape can uplift and inspire us, induce contentment or depress us and make us melancholy.

We cannot all live in places of scenic grandeur, nor would we necessarily want to; the trend today is to urban living. But it is not necessary to put up with the dismal and depressing surroundings that we have been allowing to develop in the more thickly populated parts of Ontario as a result of inadequately controlled urban and industrial expansion. It is possible to create surroundings, both within our cities and towns and in the countryside beyond, which are inspiring and with which we may feel in harmony. If the quality of life is important it is essential that we do so.

In an age when man by his sheer numbers and sophisticated technology is changing the face of the earth at an unprecedented rate, and when competition for the limited land available is growing ever more keen, we cannot assume that we will be able to preserve the amenities of nature except in the context of overall land use planning to create the kinds of landscape and environment that we want.

It is because we do not yet have such planning in Ontario, and because we persist in thinking of land mainly as a commodity with a price tag attached, and not as it really is - our earth home - that the quality of the landscape in our urban regions is steadily deteriorating. One evidence of this is the unsightly and uneconomic sprawl around most of our large cities and towns. It is not inconceivable that the burgeoning demand for outdoor recreational opportunities that has become characteristic of this age might be greatly lessened were our communities made more aesthetically pleasing and attractive generally. The weekend exodus from our cities and towns with all its attendant stresses is perhaps the most eloquent admission of our failure so far to create satisfying environments where we live.

Because of rapid population growth and the concentration of the greater part of this growth in ten counties[1] around the western end of Lake Ontario (an area of only 1.6% of the total area of the Province) competition for land in the more densely populated regions has become extremely keen and will become more and more so as time goes on.[2]

The Conservation Council is concerned that this competition shall be resolved so that the limited land available will be used as productively as possible; that it shall return perpetually to the people of Ontario the maximum social and economic benefits of which it is capable. This is not now happening, partly because of our traditional attitudes towards land and partly because existing legislation and institutional arrangements are not completely geared to the needs of the present day.

Here in Ontario, as elsewhere in North America, we are in the midst of a social and technological revolution, the consequences of which

have barely begun to be understood. There remains a hesitancy in this Province to grapple boldly and imaginatively with the problems created by these swiftly changing events, and this is evident where taxation and assessment are concerned in relation to land use.

The point has been made many times before by the Conservation Council of Ontario and others that most of the municipalities in Ontario, having been organized in the 19th century before the advent of the automobile, and at a time when the Province was almost entirely rural, have long since become anachronisms as autonomous entities in matters of taxation and assessment.

The competition which now exists between municipalities for assessment has led increasingly to irrational and wasteful patterns of land use, especially in the more thickly populated urban regions. Such waste is evident from the standpoint of land for agriculture, for recreation, for the conservation of wildlife, for the preservation of amenity, and from the standpoint of the development of water resources and waste disposal.

The Conservation Council is convinced that if Ontario is to make the best use of its land and resources in the future and avoid further waste, land use planning on a province-wide and regional basis must be introduced and made to work. This is the responsibility of the Government of Ontario. It is wishful thinking to imagine that such planning will come about without government initiative and leadership.

Without elaborating in too much detail what we mean by "regional planning" suffice it to say that present day conditions and trends require the conscious unification of urban planning and resources planning over an increasingly large part of the Province. Former distinctions between urban and rural people and environments are now gone or disappearing and are no longer tenable.

Among the various requirements of regional planning is the rationalization of some municipal functions, including assessment and taxation, in order to deal effectively with area-wide problems that are rapidly becoming critical and with which local governments can no longer cope when acting unilaterally.

The remainder of this brief deals with specific aspects of land use and taxation and includes recommendations with respect to them.

AGRICULTURAL LAND USE AND TAXATION

> "If Ontario is to remain the industrial centre of Canada it must have access to low cost food. Likewise the farmer must be able to earn a living comparable to that of his city neighbour. This is only possible if yields per acre are increased and if the good soils are used to the maximum. About 12,000,000 acres of the soils of southern Ontario are well suited for agricultural purposes. Every step which removes part of the 12,000,000 acres of good or prime land from agricultural uses, drives agricultural production onto poorer land and means ultimately an increase in food production costs. This could reach a point of imbalance where food costs in Ontario became so high as to be detrimental to industrial expansion." Conservation Council Land Use Report - 1960.

Agriculture is a business which involves longterm planning whether it be to reseed a field, build new fences, plant an orchard or undertake aforestation. Farmers won't and cannot be expected to make these capital expend-

itures without assurance of at least the possibility to be able to reap profit in due time. For many farmers in Ontario today, especially those whose lands lie within the orbit of urban influence, such assurance is doubtful. Uncontrolled urban sprawl on to these lands, most of which are among the 12 million acres of prime soils referred to above, has, in recent years, resulted in greatly increased taxes for the farming community to pay for schools and other services demanded by the new non-farm residents, many of whom go to the country to live, but who work in cities and towns anywhere up to 50 miles and more away.

In many cases, taxes on farm properties have risen to the point where it has become impossible for farmers to continue to operate at a profit, with the result that a great deal of the best farmland in the Province has gone out of agriculture prematurely and unnecessarily.

The Conservation Council appreciates that as cities expand, land on the outskirts must be taken up for building. The Council is disturbed however by the way in which most urban growth in Ontario has been taking place since the end of the last war. Studies[3] have shown that for every acre actually used for residential and industrial development anywhere from 2-6 acres have been ruined for agricultural purposes or forced out of agricultural production. As subdivisions begin to mushroom on the outskirts of cities and towns assessments rise and severe tax pressures are created for farmers on the urban-rural fringes. Speculators move in and prices go up, forcing development to bypass substantial tracts of vacant land in search of cheaper land farther out, which in turn becomes a high price area. And so it goes.

It is sometimes argued that this wasteful growth is not really wasteful at all, as the trend for the forseeable future is for more and more agricultural production from fewer and fewer acres. This may be true, but there are at least five good reasons why productive farmland around our towns should be retained in agriculture as long as possible. They are:-

1. To provide a reserve of open space
2. To help sustain the regional economy
3. To keep down the cost of food
4. For the sake of amenity
5. To keep down the costs of essential services

1. To provide a reserve of open space

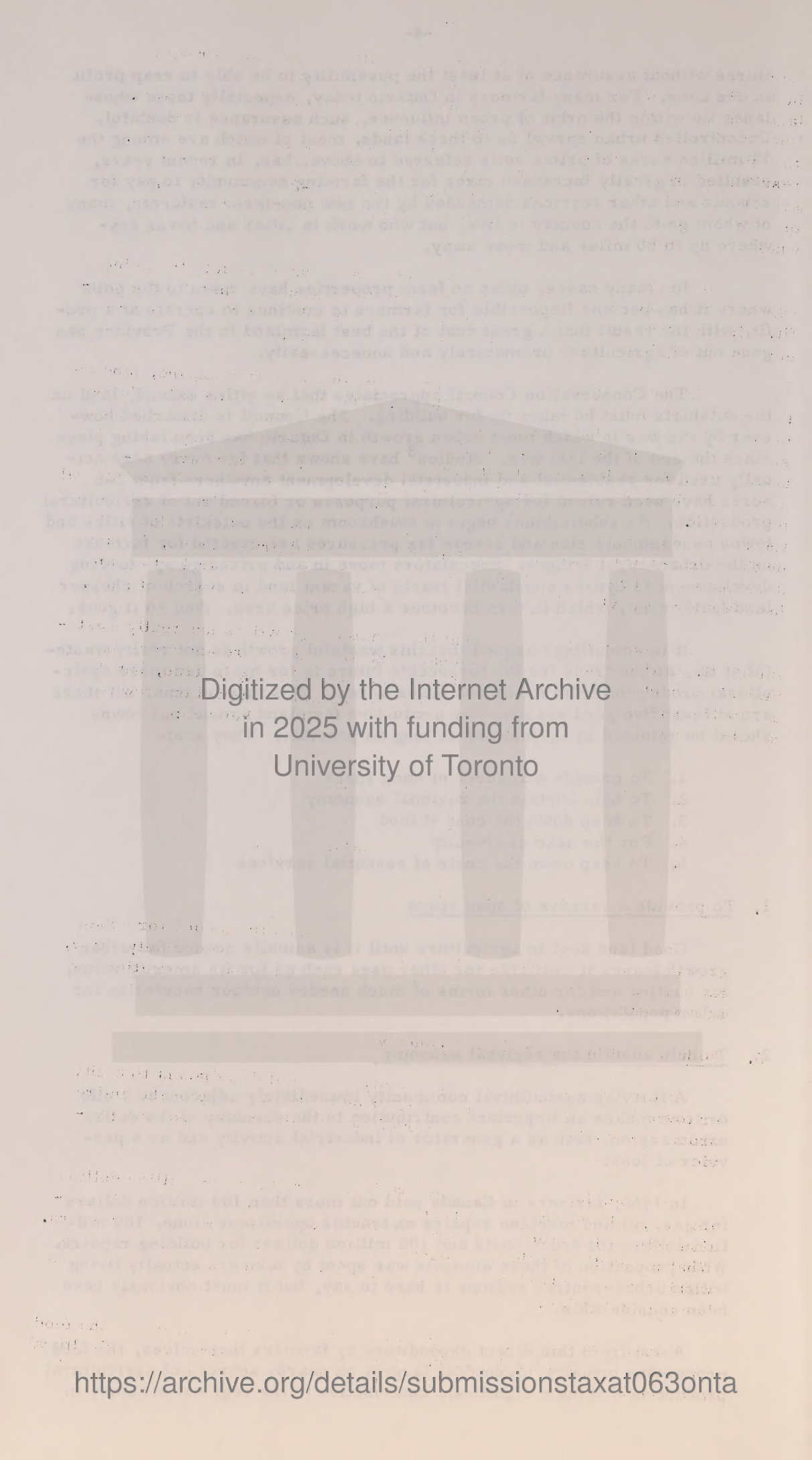
Good land kept in agriculture until it is actually needed for urban growth leaves it available for other uses such as for its amenity value, for hunting and for other forms of much needed outdoor recreation for urban populations.

2. To help sustain the regional economy

A thriving agricultural community immediately adjacent to a city or town makes an important contribution to the economy of the entire urban region, both as a generator of industrial activity and as a provider of jobs.

In 1960, farmers in Canada paid out more than 188 million dollars for gas, oil and machine repairs on tractor operations alone, 109 million dollars for truck costs and 100 million dollars for building repairs. What proportion of these amounts was spent by farmers actually living within urban-centred regions is hard to say, but it must obviously have been considerable.

Apart from this direct expenditure by farmers themselves, the food processing industry, depending largely on nearby sources of agricultural produce is making a significant contribution to the regional economy in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some areas, notably in the Niagara Region. In the report of its economic survey of the Niagara Region, recently released, the Department of Economics and Development revealed that the fruit and vegetable processing industry in the area and Ontario's wine industry had a total gross selling value of factory shipments of nearly 60 million dollars in 1960, and that the fruit and vegetable processing industry in this region in the same year employed 3,063 persons who earned over 8 million dollars in wages and salaries. (The Conclusion of the section on Agriculture in this report is attached to this brief as Appendix I because of its significance in relation to urban sprawl and the need for a regional land use programme to ensure optimum development of the Fruit Belt.)

3. To keep down the cost of food

Though we are apt to take food for granted in this country we should not forget that the high standard of living we enjoy is due largely to the relatively little we have to pay for food. Local availability of many of our essential food requirements is one reason for this advantage. The more urban people have to depend on sources of supply from a distance, the more they will have to pay for food with less money being available for other essentials and luxuries.

4. For the sake of amenity

One of the most powerful arguments for encouraging agricultural activity up to, and perhaps even within, city limits is for the sake of amenity. Urban sprawl spreads out over the landscape without direction or purpose destroying natural beauty as well as the essential habitat of many interesting and valuable wild creatures. People who live in today's cities and in the sprawling suburbs that have gone up everywhere during the last fifteen years are desperately in need of breathing space, oases of greenery and the sight and smells of the good earth and what it produces. Children especially need contact with nature and first-hand experience of where their food comes from. This is not a luxury but a basic human necessity. The sight of prosperous, well-tended farms around where we live would go a long way to mitigate much of the monotony and inhuman character of present-day urban and suburban living.

5. To keep down the cost of essential services

If urban sprawl could be eliminated, thus allowing good farmland to be retained in agriculture until actually needed for urban use, considerable savings could be effected in providing essential services by those municipalities on the urban-rural fringe. In a study of the Lower Mainland Region of British Columbia[4] it was shown that low density urban sprawl had been causing the suburban municipality of Surrey approximately 250,000 dollars a year more for services that it would have cost if the urban growth had taken place in a more compact and orderly manner.

The chief item of municipal costs in Ontario today is education, and often more than 50% of the rural taxpayer's bill is for education. The Conservation Council is opposed to the present system of taxing land to pay for education costs. It is not only unjust, as other briefs to your Committee have pointed out, but, in these days, unrealistic because it is a major factor influencing wasteful patterns of land use.

The Council holds that real property should be taxed to pay for services to property, such as roads, fire, police, etc., and that the costs of services to people, such as education and health, should be paid for on an equitable basis among the population at large.

While inequitable levels of taxation are to be found chiefly in rural areas which lie within the orbit of urban influence, and hardly at all in those

areas which are still entirely rural, the Council believes that the necessary adjustments to existing taxation practices should be made uniform, and that where necessary farmers be given special consideration for tax purposes (see Conservation Council of Ontario Land Use Report - Page 39, Recommendation (n).

It is an accepted principle that taxation should be related to the ability to pay, but in Ontario this principle is not now being observed sufficiently where farming is concerned.

TREE FARMING AND TAXATION

> "Forestry is the production of a crop of trees from which products of commercial value may eventually be harvested. One difference between the typical farm crop and the forest crop is that the farm crop is usually sown and harvested each year, whereas the forest crop must be allowed to grow for a number of years until the trees have sufficient volume to be worth harvesting. Another difference is that the well-managed forest becomes a self-perpetuating crop.
>
> Good forestry practice proceeds on the assumption that it will produce wood products at a profit. Regardless of such profit, however, forest areas in themselves have an intangible and beneficial effect on the countryside and on the whole economy. They are the natural covering for headwater areas, the swamps and gravel moraines which give rise to many small tributary streams; and the only crop which can be grown on the extensive rocky areas of the Province. They embrace many of the other factors included in the conservation scheme, such as surface or underground water storage, wildlife management and recreation. Some authorities even maintain that they influence the climate and rainfall. Apart from their material importance, they are justifiably regarded as a source of health and physical and mental well-being for those who live in or near them." The Report of the Select Committee on Conservation - 1950.

It is worth noting that in the Report of the Select Committee on Conservation, 1950, it was estimated that of the 53,300 square miles in southern Ontario, south of the French and Mattawa rivers, 28,000 square miles should be in forest and that 6,350 square miles, or about 4 million acres, required planting at that time. Since the report was published 13 years ago less than one quarter of a million acres have been reforested.

While a great deal of this planting has been carried out by some counties and by conservation authorities much of the land that still requires planting is in private hands. At the present time there is little incentive for farmers and other landowners to undertake reforestation or improve existing woodlots.

As is the case with the establishment of an orchard, a tree farm is unlikely for many years to produce income to justify or to carry the taxes now levied against it. This is so because land planted in forest trees will entail considerable expenditure and produce virtually no income for many years after planting.

It is recognized that some immediate returns may be had, but in general these are not of significance. The growing of christmas trees has become a doubtful commercial proposition; fuelwood or cullwood will barely cover costs; plantation thinnings will not occur for 25 years and produce at best a small profit.

The Conservation Council believes that special tax considerations to tree farmers are justified as a means of encouraging the needed reforestation over those great stretches of southern Ontario which are best suited for that use. It is clear that a venture which is unlikely to produce a return during the lifetime of the investor, and is subject to the longterm risks of insects and disease, fire and changing uses of wood, and which enjoys no compensating tax treatment, will not win real public support. Conversely, if given special tax treatment to offset the disadvantages discussed, private enterprise might be prepared to make a very real contribution. Just as governments - for policy reasons - have given special tax incentives to the prospector, so for policy reasons they should give such incentives to the southern Ontario forest owner.

A major deterrent to more extensive participation by private landowners in tree farming are the provisions of the Income Tax Act which penalize rather than encourage good forestry practices. In its Forestry Report of 1952-53 the Conservation Council included a section dealing with this matter. (As the situation has not changed since that time this section of the report is included as Appendix II to this brief).

RECREATION LAND USE AND TAXATION

One of the major land use problems in Ontario is the provision of adequate opportunities for outdoor recreation within a short driving distance of where the bulk of the people live and work, i.e. in the 10 counties mentioned previously.

Already the demand for day-use recreation in this area exceeds the available opportunities. With a shorter work week, higher incomes and still greater mobility forecast for the future, this gap between supply and demand will grow wider unless action is taken soon to make available to the public those lands which will be needed in this area for outdoor recreation.

At present the necessary action is not being taken - one reason being that much of the land which will be needed for outdoor recreation in the future is also the kind of land that is in demand for residential and industrial development, e.g., shorelines, etc., and which consequently has a high tax revenue potential. In competing with each other for assessment, as they do now, and with the heavy demands upon total municipal tax revenue by school boards, municipalities cannot be expected to show enthusiasm for acquiring or zoning land for recreational use that has a potential for residential or industrial development[5]. Again the problem is regional. If land use planning were established on a regional basis and taxation collected on the same regional basis against a standard assessment procedure, with the monies being redistributed to the communities in the region in accordance with formulae designed to meet education and other committments, it would be possible to plan realistically for future recreational land use needs.

LAND USE AND SUCCESSION DUTIES

Succession duties as at present applied are a major obstacle in the way of achieving optimum land use. The present trend in farming is towards larger and more efficient farm units, and it is generally agreed that our agricultural requirements in the future will be met from an acreage less than is now in agriculture but which will be the best land farmed more efficiently and intensively.

Existing regulations make no provision for deferring payment of death duties and frequently farm properties must be sold to raise the money to meet these payments. The lack of special provisions militate against those farmers who have a high capital investment in land, buildings, equipment, livestock and/or trees.

The prevailing practice of valuating farmland for succession duties on the basis of the highest "going" price in the area also unduly penalizes the farmer. It is common practice, for instance, to assess a farm property for death duties at its value for possible sub-division if land nearby has been sub-divided or developed. Death duties in these cases can be crippling and force the immediate sale for a non-farm purpose.

Because the United Kingdom has made a point of recognizing the special nature of farming and forestry with respect to the levying of succession duties the Conservation Council urges that a study be made of the United Kingdom procedure with a view to possible adoption or adaptation by Ontario and Canada. (Notes on the position of agricultural and forest properties under United Kingdom death duties and under Ontario and Canadian succession duties and estate tax are attached to this brief as Appendix III.)

RECOMMENDATIONS

In consideration of the various points dealt with in this brief the Conservation Council of Ontario recommends:-

(a) That the Government of Ontario take steps immediately to carry out or complete all land use surveys, resource inventories and land capability studies needed on which to base a land use plan for the Province as an expression of over-all public policy.

(b) That to ensure that the limited land available in Ontario will be used most productively from the standpoint of longterm social and economic benefits, coordinated urban and resources planning be developed on a regional basis.

(c) That one of the chief aims of Ontario's official land use plan be the preservation in agriculture of the 12,000,000 acres of prime soils in Ontario, being the total of prime soils available; that taxation be aimed at encouraging production on the prime soils and vacation of marginal lands where economic farming is impossible; that a procedure for zoning agricultural land be aimed at prohibiting, or at least discouraging, the reclassification of our prime soils from agriculture to other land uses.

(d) That methods of assessment of land be introduced and related to zoning and required services so that prime agricultural land, wherever located, be relieved of unfair taxation, thus permitting economic farming of lands up to, or even within, the urban perimeters, due consideration being given to the need for open space in and around our cities.

(e) That the Government of Ontario initiate a study to determine how regulations relating to municipal taxation and assessment, income tax and succession duties, which now tend to discourage landowners from planting trees and engaging in forestry as a business, may be revised so as to promote greater participation by private interests in tree farming and in maintaining under forest cover all lands which are best suited for forestry purposes.

(f) That in carrying out the above study an examination be made of the United Kingdom procedure for the assessment and payment of succession duties by farmers and tree farmers whereby reduced duties are imposed and payment is spread over a period of time, taking into consideration the nature of the crop being grown and the time it takes to earn income from it.

CONCLUSION

It will be seen that two of the above recommendations have to do with the need for planning. To dispel possible misconceptions about what we mean by planning, a short explanation may be in order.

In calling for a land use plan for the Province as an expression of overall public policy we are not suggesting a rigid blueprint of land use that will be imposed on individuals or municipalities by the Ontario Government. The kind of plan we have in mind would be in the nature of a policy guide for all the various public and private agencies in Ontario concerned in any way with land use. It would be based on periodic inventories of land and resources and on a land capability survey for all of the Province.

Although a great deal of land use planning is now being done in Ontario, both privately and by various levels of government, there is little or no comprehensive planning being carried out, and very little coordination among governments, among departments within governments, or between governments and private agencies. The result is increasing waste, both of land and of public funds.

The plan we visualize would be "comprehensive" - that is, it would be concerned with all the demands we are making upon our lands, for highways, for recreation, for industry, for agriculture, for forestry and for housing. It would also be "general", because the demands we are making on the land are constantly changing. The plan's objectives, target dates and policies regarding land use would have to be modified constantly to meet new conditions and circumstances.

An overall land use plan for Ontario could serve these special purposes, and would do so if adopted by the Legislature:-

* It could furnish background information to the Government of Ontario as it adopts policies for land use and development.

* It could, standing as official public policy, guide public and private land development agencies.

* It could give the Legislature a means of evaluating the flood of proposals it receives to construct new public works.

* It could help provincial, federal and local governments decide when to budget, when and where to provide public works or facilities to serve the people of Ontario, and where not to provide facilities.

Regarding our recommendation for regional planning, what we are proposing is a rationalization on an area-wide basis of some municipal government functions, including assessment and taxation, to halt wasteful trends in land use, making possible instead those uses of land which may yield the greatest social and economic benefits to the people of Ontario in the long run. A key requirement of regional planning is the integration of urban planning and resources planning over the entire region.

In order to establish regional planning and make it work, it is essential, as we said earlier, for the Province to give leadership through appropriate legislation, and by providing the needed technical assistance to the regional authorities.

While regional planning must be done by the people of the regions themselves through decisions democratically determined, the Province has an obligation to see that such planning is undertaken and carried out. Decisions by municipal governments affecting land use, which are taken or not

taken, as the case may be, nowadays often have an influence, for better or for worse, on land and people far beyond the boundaries of the municipalities in question.

We recognize that some of the recommendations we have made in this brief may be considered fairly radical, but we live at a time when rapid social and technological changes are creating problems with which some of our institutional arrangements are now totally inadequate to deal. If Ontario is to remain a good place in which to live and to make a living we must be prepared to face these problems with courage and imagination.

Representatives of the Conservation Council of Ontario will be glad to appear before your Committee to enlarge upon the views expressed in this brief and to discuss any points you might wish us to clarify.

Respectfully submitted,

D. N. Kendall
President
The Conservation Council of Ontario
January 22nd, 1964.

NOTES AND REFERENCES

1. D. F. Putnam, "Mississaga," published in the Board of Trade Journal, May 1957. The ten counties mentioned are:-

   Ontario, York, Peel, Halton, Wellington, Waterloo, Brant, Wentworth, Lincoln and Welland.

2. In the above mentioned article Dr. Putnam estimated that by 1980 the population of the ten counties comprising the Mississaga region would increase by half as many again as the 1956 census figures and that by the end of the century there would be twice as many people living in that area.

3. (a) L. O. Gertler and Joan Hind-Smith, "The Impact of Urban Growth on Agricultural Land," a background paper for the "Resources for Tomorrow" Conference, October 1961 - published in Supplementary Background Papers, "Resources for Tomorrow" Conference, The Queen's Printer, Ottawa.

   (b) A. D. Crerar, "The Loss of Farmland in the Growth of the Metropolitan Regions of Canada," a brief from the Community Planning Association of Canada to the "Resources for Tomorrow" Conference, 1961.

4. A. D. Crerar, "Economic Aspects of Urban Sprawl," a study for the Lower Mainland Regional Planning Board, 1956.

5. P. F. C. Byars, City Manager, Halifax, Nova Scotia. Excerpt from an address to the Silver Jubilee Conference of the Canadian Federation of Mayors and Municipalities, Winnipeg, June 1962:-

   "The dependence of municipal governments upon a levy on real property values forces the municipal council to be careful of the tax imposition. Municipal councils are forced into economy measures by their closeness and intimacy with the taxpayers, and they feel that they must refrain from imposing what taxpayers may consider to be confiscatory taxation. The result is, of course, that the budgets for services which fall into the category of direct municipal responsibility such as provision of necessary public works, protection to persons and property, recreation and community services, and so on, are always whittled down to the point where only austerity programs can be carried out with the funds available after taking care of the amount of school taxes requisitioned by the school board."

APPENDIX I

Excerpt from the Economic Survey of the Niagara Region
Ontario Department of Economics and Development - 1963.
(Pages 43 and 44)

"Any efforts aimed at arresting the decline in the Niagara fruit lands must entail in the first place measures which will ensure the fruit farmer a reasonable livelihood from his operations. To some of the problems practical solutions are feasible; others present many and complicated difficulties, particularly the problem of urbanization.

"Statistics on the production of fruits and the dependent secondary industries have shown that the Fruit Belt's contribution to the Provincial economy is substantial. They also show a decline in total fruit acreage as well as in 'tender fruit' area. This decline is further illustrated by the section below on the Niagara Fruit Lands which was prepared by the Department of Municipal Affairs.

"These findings reveal that the average rate of 'tender fruit' land converted between 1934 and 1954 was 80 acres per annum and that it was 320 acres per annum between 1955 and 1958. Should the rate of conversion as it prevailed in recent years be accelerated, we can expect that within a few decades, the 'tender fruit' areas will have disappeared from the Niagara scene.

"It is not necessary, however, for the events expressed by this pessimistic view of the future of the Fruit Belt to run their course. There appears to be ample room for urban and industrial growth as well as for increased production of fruit on the Fruit Belt. The pattern of urbanization in the Peninsula has to a large extent been of the haphazard, low-density type. This kind of 'urban sprawl' might be channelled into an orderly and compact urban development which would not only save the fruit lands but also be advantageous to both urban and rural municipalities. Planned development of this nature cannot, however, be successfully administered solely at municipal level. This type of planned development requires that some planning organization be given statutory authority to devise and implement a regional land-use program on a long-term basis."

APPENDIX II

Excerpt from the 1952-53 Forestry Report of the
Conservation Council of Ontario

Income Tax Act in Relation to Reforestation

Reforestation expenses are regarded by tax officials as a capital expenditure and therefore not deductable from income, whereas revenue from plantations or woodlots is regarded as a taxable income, thus working a considerable hardship on anyone operating a woodlot or proposing to establish and operate a plantation.

It is proposed to set this situation out in detail for the Council's study, as this is one of the most important factors aligned against reforestation in southern Ontario today.

Income Tax on Woodlands

On March 28, 1951 the following questions were submitted to the Income Tax Department and the following answers were received:-

1. If a woodlot is sold for a lump sum, is there any income tax to be paid?
   ANSWER: NO

2. If the owner cuts all the merchantable timber, but leaves the second growth - that is, trees up to 8" and 10", he has really taken the capital the same as in the previous case, but he has left the young growth. Does this man pay Income Tax on what he has taken out?
   ANSWER: YES

3. If a man cuts, say one dozen trees in a year, does he pay Income Tax on the amout he receives above his labour?
   ANSWER: YES

4. If a man sells a dozen trees from his woodlot to an operator, but the operator does all the work, does this man pay Income Tax on what he takes out?
   ANSWER: NO

The farmer who puts out a plantation, or allows a secondary growth woodlot to grow, can charge for expenses in this connection against his general farm operations. This is not the case with a man on a salary who buys a woodlot or creates a plantation. The salaried man pays the expenses involved from his savings. His expenses each year are planting costs, taxes and interest on his investment, and/or any improvement work that is done in the woodlot. At the present time there is no way he can deduct these expenses from the Income Tax levied on his salary. This tends to discourage salaried people from buying waste land and reforesting it - because a timber crop will require fifty years before a profitable cutting may be made, and during this time the timber grower must not only pay all of the expenses but he must pay income tax on the money thus spent if it is diverted from his salary income.

APPENDIX III

Notes on Position of Agricultural and Forest Properties under United Kingdom Death Duties and under Ontario and Canadian Succession Duties and Estate Tax

(a) Forests and plantations, referred to as "timber" are valued, under the United Kingdom Act, at the date of death and taxed at the same rate as the rest of the estate, but payment is postponed until the timber is actually sold. If the timber is sold from time to time then the tax payable on the portion sold is payable when that portion is sold.

(b) The United Kingdom death duty treatment of agricultural land is extremely favourable and is 55% of the rate applicable to the rest of the estate, i.e. a reduction of 45%, but this excludes any timber. To the extent that the land has an additional value over its agricultural value, this additional value is taxed at the full rate applicable to the rest of the estate.

(c) Under the Ontario and Canadian Acts agricultural land, woodlands and plantations enjoy no favourable or special treatment. Basically the factor in all cases is market value, and this value is based upon the highest and best use of the property after taking into account all the surrounding factors. If the property in question is in a development area then it will be considered on that basis even though it is proposed to continue using the land for farm purposes, though consideration would be given to the question whether the land is likely in the foreseeable future to obtain the necessary services to the land for subdivision purposes.

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A REPORT ON LAND USE BY THE CONSERVATION COUNCIL OF ONTARIO

ISSUED SEPTEMBER 1ST, 1960

A REPORT ON LAND USE

BY THE CONSERVATION COUNCIL OF ONTARIO

A REPORT ON LAND USE

TO

The Honourable Leslie M. Frost, Q.C.
Prime Minister and President of the Council

The Honourable William A. Goodfellow
Minister of Agriculture

The Honourable William K. Warrender, Q.C.
Minister of Municipal Affairs

The Honourable James N. Allan
Provincial Treasurer

The Honourable William M. Nickle, Q.C.
Minister of Planning and Development

The Honourable Bryan L. Cathcart
Minister of Travel and Publicity

The Honourable T. Ray Connell
Minister of Public Works

The Honourable J. Wilfrid Spooner
Minister of Lands and Forests

The Honourable Frederick M. Cass, Q.C.
Minister of Highways

The Honourable Robert W. Macaulay, Q.C.
Minister of Energy Resources

The Honourable James A. Maloney, Q.C.
Minister of Mines

FROM

THE CONSERVATION COUNCIL OF ONTARIO

Toronto, September 1, 1960

THE CONSERVATION COUNCIL OF ONTARIO

85 KING STREET EAST, TORONTO 1

SECRETARY
GAVIN HENDERSON

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September 1st, 1960.

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CANADIAN INSTITUTE OF FORESTRY (SOUTHERN ONTARIO SECTION)

FEDERATED WOMEN'S INSTITUTES OF ONTARIO

FEDERATION OF ONTARIO NATURALISTS

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ONTARIO SOIL AND CROP IMPROVEMENT ASSOCIATION

QUETICO FOUNDATION

ONTARIO CHAMBER OF COMMERCE

RADIO AND TELEVISION FARM DIRECTORS' ASSOCIATION OF NORTH AMERICA

The Honourable Leslie M. Frost, Q.C.,
Prime Minister and President of the Council,
Parliament Buildings,
Toronto, Ontario.

Dear Mr. Frost:

I take much pleasure in submitting herewith a report of the Conservation Council of Ontario dealing with land use in Ontario. This submission consists of a summary compiled from detailed reports prepared by our Land Use Committee and given careful study both by the Committee and the Council as a whole over the past eighteen months. The recommendations contained in the report have been unanimously approved by the Council.

As problems of land use affect so many departments of your Government, copies of this report are also being sent to the Honourable Wm. A. Goodfellow, the Honourable Wm. K. Warrender, Q.C., the Honourable James N. Allan, the Honourable Wm. M. Nickle, Q.C., the Honourable Bryan L. Cathcart, the Honourable T. Ray Connell, the Honourable J. Wilfrid Spooner, the Honourable Frederick M. Cass, Q.C., the Honourable Robert W. Macaulay, Q.C., and the Honourable James A. Maloney, Q.C.

It is the hope of the Conservation Council of Ontario that you and the members of your Cabinet will give this report most careful consideration and that your Government will see fit to act upon the recommendations contained herein at an early date.

Yours sincerely,

F. H. Kortright,
President,
Conservation Council of Ontario.

FHK/c

The Conservation Council of Ontario is a non-profit, non-political organization, granted Provincial Charter. Its purposes are: To promote the welfare of all persons by encouraging the conservation, restoration and best use of our natural resources; to promote the co-operation of organizations engaged in various phases of conservation; and to promote the co-ordination of the activities of conservation organizations which, owing to the inseparable inter-relationships that exist in nature, can best achieve maximum results through co-ordinated effort.

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INTRODUCTION

(a) WHAT IS LAND USE?

The term "land use" refers to the use that man, individually or in communities, makes of his physical environment, including the resources and space which it offers.

(b) WHY IS LAND USE STUDY IMPORTANT?

The wealth of a nation and the happiness of the individual both depend in great measure on wise land use. It follows that the scientific study of land use must be important for all of the following reasons:

- To assure individual freedom.
- To protect the interests of society in the fullest sense.
- To maintain renewable resources undiminished or increased for future generations.
- To provide the most prudent use of non-renewable resources.
- To resolve conflict for space and the use of resources.
- To ensure that any given area is not just a place in which to exist but rather a good place in which to live.

(c) WHAT IS LAND USE PLANNING?

Land use planning is the establishment of the social, legal and economic system whereby the wisest use of land for the individual and for society is assured for both the present and the predictable future. Good land use planning is that which can achieve these aims without restricting unjustly the freedom of the individual. Land use planning will be judged in the future in terms of the freedom which future generations will have in the solving of their many problems, most of which cannot be predicted at this time.

(d) WHAT IS NECESSARY FOR LAND USE PLANNING?

Six things are necessary for land use planning. They are:

- Continuing knowledge of our resources, including land, and how they are being used.
- The support of the public to abide by the aims of a sensible land use policy.
- A body of law to protect and regulate.
- The administrative machinery and techniques to carry out public
- policy.
- Flexibility in law and the administrative machinery to adjust to the changing situations as they arise.
- Continued research into methods for improving the use of land.

(e) WHAT ARE THE STEPS IN LAND USE PLANNING?

Six steps are necessary in achieving optimum land use planning. They are:

- The compilation of an inventory of the natural resources, including those of the rocks, soils, forests and waters.
- The recording of the present use of the land surface in map form.
- The compilation and appraisal of the present regulatory powers and administrative responsibilities that control or influence land and resource use.
- The establishment of a public policy concerning the use of land and resources, based on what we have, how we are now using the land, and how we can best use our land for the future.
- The creation of a land use plan to fulfill the desired policy.
- The creation of the administrative machinery to implement the plan.

SECTION 1: THE PRESENT STATUS IN ONTARIO

(a) PRESENT LAND USE PATTERN IN ONTARIO

At the present time we are forced to rely almost solely on statistical data for a picture of Ontario's present pattern of land use. Unfortunately these data are published chiefly by counties which are too large and too diversified within the arbitrary county boundaries to provide a useful picture. No attempt has been made by the Dominion Bureau of Statistics to relate the figures to the land which spawned them.

In general we know that Ontario has close to 20,000,000 acres of land called "farm land" and slightly over 500,000 acres of "urban land", and we know on a county basis how that distribution is made up. But we do not know specifically the real use to which most of these 20,500,000 acres is being put.

Some present land use surveys have been done, largely in the course of preparation of theses by students in the geography departments of our universities, but also by some of the Conservation Authorities and by the Geographical Branch of the Department of Mines and Technical Surveys in Ottawa. Special studies such as that of Louth Township in Lincoln County and that by the Ontario Department of Planning and Development of Lincoln, Welland and Haldimand Counties, included present land use mapping. But all of the above are on differing bases, using different classifications and legends. A series of comprehensive land use maps of Ontario on uniform scales is badly needed.

(b) EXAMPLES OF UNSATISFACTORY LAND USE

(1) *The Recreational Use of the Lake Ontario Shoreline*

In spite of the fact that 75% of the population of Ontario, and indeed 18% of the whole population of Canada, live in the area along Lake Ontario from Oshawa to Niagara, there is no significant section of the lake front which has been reserved for public recreational use. In this regard our forefathers completely lacked foresight and we and future generations must suffer.

(2) *The Niagara Fruit Belt*

Everyone knows that the land use pattern in the Niagara Fruit Belt has been, and still is, undergoing major change. Large areas are going out of fruit production in favour of industrial and residential uses.

Opinions on this vary from the view that it is a catastrophe to the attitude of — "So what? We are getting a better return from the land by in-

dustrial-urban use and can buy the peaches from elsewhere". One thing is certain: the area was condemned to major change once the Queen Elizabeth Highway had been routed through the middle of the orchards.

Fortunately the Niagara Fruit Belt has been the subject of much detailed study recently and some facts are available. It is pertinent to examine these in view of the conflicting opinions on policy for the area.

The whole problem comes into much better focus when the following questions are answered:—

Q. Is there something unique about the Niagara Fruit Belt which makes it particularly suited to the growing of tender fruits, which cannot be duplicated elsewhere?

A. It is commonly supposed that there is something special about the area but the reasons are not too well known. Basically the suitability is founded on an ideal combination of soils, climate and water, *which cannot be duplicated elsewhere in Canada. Thus the alternative to the loss of this small but very special area lies in the purchasing of future supplies of certain fruits, particularly peaches, from the U.S.A.* It is commonly supposed that the U.S.A. has much more suitable peach-growing areas than we do. Detailed studies do not confirm this.

Peaches are most vulnerable at the blossom stage, when frost can decimate the crop. Statistics show that the main U.S. peach area, Georgia, which blossoms in February, experiences serious frost losses during 3 years in every 10. Niagara, where the cool air from Lake Ontario holds back blossoming until frost risk is nearly gone, has a record three time better, with losses only one year in 10.

California has a peach growing climate record comparable to or better than Niagara but the suitable area is very small, is being overrun, like Niagara, by urban sprawl and is unlikely to have adequate surpluses for export on a long term.

Q. Is the whole Niagara Fruit Belt suitable for peach growing?

A. The area of suitability for peach growing lies from Hamilton to Niagara Falls below the escarpment. However by no means all of the area is suited to peaches since the soils vary greatly. Peaches like a light textured, well drained soil, of which only some 36,000 acres are now available. Only a part of this acreage is currently planted to peaches, the balance being in grapes, etc., which could be moved onto the adjacent clay soils.

Q. Is there room for both urban-industrial expansion and fruit growing?

A. A detailed study of the area by Professor Ralph Krueger approached the problem from the standpoint of what might be achieved through proper planning, assuming an increase of 1,000,000 urban dwellers in the area. This includes, of course, Hamilton. His findings show that 54,000 acres of additional land would be needed for urban purposes. He assumed that certain peach soils, because of their close proximity to Hamilton, would inevitably be lost and he allowed, therefore, for a reduction of 10,900 acres in the available prime soils. The balance of the urban acreage could, he claims, easily come from the soils less suit-

able for soft fruits. Since approximately 35,000 acres of tender fruit soils are still available, it follows that 25,000 acres of peach soils would be left, which is still more than the acreage (18,000) now in peaches, sweet cherries, and small fruit.

His conclusion is that with proper planning we can both retain the area for its special fruit growing purpose and have the inevitable and important urban expansion.

Q. What is in fact happening to the Niagara Fruit Belt?

A. Up to 1951 the acreage under tender fruit (peaches, etc.) was actually expanding. However between 1951 and 1956 the area reduced from 19,591 acres to 18,098 acres and this trend has undoubtedly continued since. There is an apparent tendency for the loss of acreage to increase due to the general uncertainty in the minds of the farmers as to the future of the area and to a trend towards uncontrolled urban sprawl, i.e. commuters who buy one or two acres and build a house in the country, conveniently adjacent to an express highway. Such people could have settled on the less critical soils and did not do so because there was no level of government with either the information or the authority to ensure this important land use. The Province as a whole is less wealthy today, and for ever, to the extent of 1,500 acres of prime soil.

It is not always appreciated how rapidly an area can deteriorate if through lack of a land use policy an incorrect pattern is permitted to develop. For lack of a policy the following could easily happen to the Niagara Fruit Belt in the next few years:

- Farmers fail to replant due to long term insecurity.
- Farms go out of use awaiting development and with odd parcels sold
- off to urban country dwellers. These become the centres for plant diseases which spread to surrounding orchards.
- Yields drop, taxes go up, cost of production increases and the whole fruit growing industry rapidly becomes uneconomic, heralded by the closing of the fruit packing plants.

(c) PRESENT STATUS OF SURVEYS IN ONTARIO

The most comprehensive surveys of Ontario cover the fields of geomorphology, climate, forestry and soils. The first of these consists of the map and report entitled The Physiography of Southern Ontario by Chapman and Putnam. This is supplemented by the work of G. A. Hills in northern Ontario which is understandably limited to parts of the accessible and settled regions. Climatic studies have been made by Chapman and Putnam, Mrs. Marie Sanderson and several other authorities, and the picture is reasonably well understood. A forest resources inventory by the Department of Lands and Forests covers the whole province.

Soil surveys, carried out jointly by the Soils Department, O.A.C. and the Dominion Experimental Farms Service, now encompass all of southern Ontario and parts of northern Ontario. Reports with maps for

19 of the counties or districts and 12 maps without reports have been published, and the balance (20 counties) are in production (*see map*). Other resource surveys have been and are being done in a more or less haphazard manner as expediency dictates. These include geological and geophysical surveys, ground water studies and other water resource surveys.

The Geographical Branch of the Department of Mines and Technical Surveys in Ottawa has compiled land use maps of the Ottawa Valley, the St. Lawrence Seaway area and certain cities.

The Conservation Authorities have also, through the Conservation Branch of the Ontario Department of Planning and Development, carried out various surveys of land use, soils, forests and water resources (*see map*).

Other special studies by universities, and by government departments and commissions and some private companies or individuals add to the sum of our knowledge of the resources of this Province.

(d) PRESENT STATUS OF LAND USE PLANNING IN ONTARIO

Progress in organized planning has been implemented through legislation such as The Planning Act, the Crown Timber Act, the Public Lands Act, The Provincial Parks Act, The Conservation Authorities Act, and The Wilderness Areas Act.

The *accompanying map* shows the location and extent of areas in the southern part of the Province which now come under a planning board under the terms of The Planning Act. Progress in this phase is encouraging but it must not be assumed that, just because an area is so designated, planning and plan effectuation are entirely satisfactory. It is very difficult to make such an appraisal.

The Ontario Department of Lands and Forests has done a great deal of planning with respect to the use of Crown land for forestry purposes, for recreational use, for fish and wildlife management and for land sale for agricultural purposes. Some useful work has also been carried out by the Community Planning Branch of the Department of Municipal Affairs in recent years, as well as by the Departments of Agriculture and Highways, but these efforts are uncoordinated and much remains to be done.

In addition to the above, there are now 28 Conservation Authorities operating mostly in southern Ontario with varying degrees of effectiveness. Emphasis seems to vary among the Authorities on different aspects of conservation and resource use. The major fields of action have been flood control, pollution abatement, recreation, reforestation, farm pond construction, etc. The influence of the Authorities over land use, *per se,* is somewhat limited.

Individual land owners have the greatest control over the use of land, and because of our strong tradition of land holding and rights in land derived from British common law, collective action is difficult and pro-

gress slow. Nevertheless, encouraging signs are seen of enlightened land use programmes among individual owners.

In the rural areas some 700 or 800 out of the 140,000 farmers in Ontario have taken advantage of the Farm Planning Service offered by the Department of Agriculture through the Ontario Agricultural College. Many more use the other extensive services provided by this Department.

In the rural-urban fringe the planning and construction of new subdivisions has in general shown some progress in the last five years due to such factors as raising of standards through municipal regulation, competition in the housing field, and, related to this, more discriminating buyers in the market.

In the urban areas, urban redevelopment is now the topic of the moment indicating another step forward in better land use in the built up areas.

SECTION 2. TRANSPORTATION AND LAND USE

To a great extent throughout Canadian history communications have controlled the land use pattern, and still will. To be sure, at times the communication has been built to exploit a potential land use, but more often the land use has developed following, and as a result of, the existence of the communication.

Communications fall into 5 main headings, i.e. waterways, railways, roads, airways and pipelines. Each is considered separately in succeeding paragraphs.

WATERWAYS

Historically waterways are the oldest form of communications in Canada. They controlled the location of all the earlier settlements. They still control to a great extent the growth of the larger cities, in that no major expansion is likely in any city which does not have reasonable access to water transportation.

Large ocean-going ships are dependent for economy on making few calls. Consequently they will use only major ports in which there are adequate handling, trans-shipping and warehousing facilities. Only very large centres, such as Montreal, can afford such facilities. Toronto has yet to establish them adequately, but has made a good start and presumably will.

The conclusion is that the St. Lawrence Seaway will cause the large ports to grow larger, with consequent expansion of the supporting cities. Adjacent communities along the lake shores will also benefit provided that they have secondary port facilities which can accept the smaller vessels handling the trans-shipped freight.

Proper land use planning will have to allow for industrial expansion of heavy industries at the main ports and along the shores of the Great Lakes.

RAILWAYS

The era of great railway expansion belongs with the past although important extensions will yet be made. It is important to realize that the land use impact of a railway is regional, rather than local. A railway can be built across an area without necessarily affecting the existing land use pattern in its path, yet affecting vitally the pattern of a whole community beyond.

New railways are only likely to be built against a known bulk freight movement from a specific unserved point, e.g. a new mine. The route to be followed will be selected primarily on engineering considerations,

although, given feasible engineering alternatives, potential land use development of other points en route will, or should, be considered in making the final route selection.

Railway route selection, it may be concluded, belongs more with the engineers, rather than with the land use planners.

ROADS

A new road affects vitally not only the region or community it serves, but also every point adjacent to its route. This is clearly reflected in the increased land values which almost invariably occur in rural areas whenever a highway is built across them. These increased prices are merely anticipating a changed land use.

It is predicted by many planners that the new communities of the future will consist of strip cities built along the super highways. Certainly the building of the Queen Elizabeth Highway to Niagara changed the land use pattern in the areas adjacent to it, promoted urban development and condemned much of the fruit land. This trend towards strip development will accelerate, placing a major onus on highway planners to consider carefully the land use implications inherent in the selection of their routes and inter-changes. Admittedly engineering factors must be carefully considered in making a route selection. Almost invariably however, numerous other routes are possible. Too often the route selection is made solely on the basis of minimum cost to construct without weight being given to the over-all effect on the national wealth. In other words we must build the highways to the minimum cost but realizing that this cost is the minimum social cost, which must be distingushed from the minimum cost to the Department of Highways. Highway route selection should take into consideration at least the following land use factors:

(a) The effect on agricultural development, e.g. will the new route result in important agricultural land going out of production unnecessarily, when this would not have happened by making an alternative route selection.

(b) The effect on land values.

(c) The effect on the development of rural and urban communities along the route.

AIRPORTS

Long distance passenger travel by air has now surpassed the railways. This trend is bound to continue, with air freight also expanding. Airports are thus becoming of increasing importance to every major community. Indeed certain industries will now locate only at or near an airport.

Unfortunately sites suitable for airports tend to be rare. If sporadic urban development is allowed on or near the potential airport sites, development and expansion becomes very costly. It is vital, therefore, that every major community select its future airport site and control development in that area so that it will not later interfere with the airport

development. Sound planning should allow for industrial expansion around the airports of the future.

PIPELINES, TRANSMISSION LINES, ETC.

Communications systems transporting power, whether oil, gas or electricity, are bound to affect the land use pattern of the communities adjacent to their paths. For instance the effect of the gas pipeline across northern Ontario will result in some forms of industrial development based on the processing on the spot of natural resources, instead of shipping them unprocessed as in the past. This in turn will increase populations and thus create larger local markets for farm products of the dairy type. One outcome of natural gas to northern Ontario is thus likely to be some increased development of farming in the Clay Belt.

It follows that careful study of the land use pattern, and the effect on it, should be made by the Ontario Hydro-Electric Power Commission and by any company planning to build transmission lines or pipelines. Such study could well dictate the optimum economic routing and would enable much more accurate forecasting than hitherto of the market for the power.

SECTION 3: FORESTRY AND LAND USE

Forestry and agriculture are the two big users of land in Ontario occupying 75 per cent of the total land area of the Province. The remaining 25 per cent is made up mainly of northern muskeg and tundra and urban-industrial development, the last named representing ¼ of one per cent of the total land area. Aside from its undesirable infringement on some of the best agricultural soils, the urban-industrial use of land is insignificant in the over-all land use picture in the foreseeable future.

Forestry will probably always be secondary to agriculture in the use of land suited to agricultural production. Only where agricultural use results in a deterioration of the land quality through water or wind erosion is this general situation likely to be reversed. At present 7.4% of the total land area of Ontario is devoted to agricultural production leaving over 65% of the land for forest use.

The forested area of the Province is adequate to provide easily the present wood requirements of industry. While it is estimated that wood demands for paper, lumber and veneer will double by 1980* the intensive management of a small proportion of the forest land plus the extensive management of the rest of the area will provide for foreseeable future demands within the scope of this report.

Canada is a young nation now emerging from a "free land—free timber" era during which the forests were taken for granted. The transition from forest exploitation to intensive forest land cultivation for forest crops is becoming apparent in many areas adjacent to well established pulpwood or sawlog markets. These areas of intensive management will be enlarged from their present nuclei as the demands for wood become more pressing. In the process of this expansion many intricate problems, both economic and biological, will have to be resolved. The effective use of the 120 million acres of productive forest land in the Province will depend on the speed and thoroughness with which these problems are defined and solved.

The southern and southwestern areas of Ontario are devoted to agricultural production appropriate to the productive capacity of the soils in these areas. Where the land capability is compatible with this use and where labour and capital find adequate returns in such use no alternative need be considered. In the areas of this region where agricultural use is undesirable or not economically feasible, forest use is a

Report of the Royal Commission on Canada's Economic Prospects.

reasonable alternative. Under such use the land may yield a positive economic return at the same time providing recreational facilities, a wildlife habitat and restraint of water runoff. With increasing population and leisure, the recreational and wildlife value of southern forests will grow, and in places will surpass the economic value of the forest.

Considering the high land values which prevail in this agricultural region the establishment of forests requires the supply of low cost capital, forest crop insurance at reasonable prices and expanded extension and marketing services to the private owner.

The bulk of the area in the central and northern regions of the Province will be devoted primarily to the production of forest and wildlife crops for a very long time to come. In total area, the agricultural use of land here will be small although it may well command greater interest and publicity than the forest land which will always be many times its size. Effective land use in this area requires (a) the classification of the land before agricultural settlement to avoid the economic waste associated with the conversion of land of low productivity to agricultural purposes, and (b) the establishment and cultivation of high quality forest crops on land of sufficient potential to warrant intensive forest management. It must be appreciated that much of this land is not yet ready for intensive development for forestry purposes because of limited accessibility and limited markets for existing timber stands.

Taking the Crown-owned forest land of the Province as a whole, which covers 108 million acres, the present yearly cut, disregarding species and quality, is only about one-third of that which good forestry practice would allow, even under the extensive management techniques which now apply. By placing the high yield forest land under intensive management for the production of desired species and quality classes it is conservatively estimated that the allowable cut for the region could be doubled. The introduction of intensive forestry practice by present day methods involves considerable expense, however. At present, adequate supplies of most classes of timber can be obtained by the extension of the road system to inaccessible areas. The economic compulsion for the adoption of intensive forestry practice hinges in large measure, therefore, on a comparison of the costs of growing timber in the accessible high yield areas compared to the ever increasing cost of extending the road system to the presently inaccessible timber. As it becomes apparent that the timber can be grown at a competitive price the economic incentive will govern. As long as anticipated future requirements can be met from natural stands at costs below that of cultivated timber, no effort to grow timber will be made by private companies except under compulsion.

The more intensive use of land in the north is therefore largely an economic problem. Forestry measures designed to produce heavier tree crops from the land must result in costs which will meet the challenge of competing areas. This competitive timber may be that which can be recovered from the presently inaccessible areas; in the final analysis it also involves a comparison with production costs in more distant regions

of the earth, including British Columbia and the southern United States. The products of wood must meet their competitors' costs just the same as any other product and, as natural timber supplies become exhausted, the cost of growing the timber will become a significant factor in the cost of the final product.

The building of roads to permit the harvesting of the presently inaccessible timber most effectively, giving priority to mature or damaged trees, is the first step to better land use in those areas. At the same time, pressure must always be maintained for the intensive management of areas where the economic conditions warrant such operations. Research and pilot demonstration designed to provide desirable biological results within the economic limitations imposed by competing areas will be the guide posts to the more complete utilization of the forest lands of the north.

SECTION 4: RURAL AND URBAN LAND USE

It is felt that the conflict between the rural and urban use of land is best illustrated by studying an example. The Niagara Peninsula, while only one example, has been selected for this purpose since it covers such a large percentage of the population of the Province.

The Niagara Peninsula is the centre of an active series of land use conflicts between urban needs and agricultural development. It is also the centre of two great sets of communications (the land corridor and the Seaway) and because of the intimate relationship between land use and traffic patterns the whole Peninsula forms one planning problem which is at present being handled by a fragmented jurisdiction. This planning problem has the following facets:

(a) *The rapid expansion of urban development in the Mississauga Conurbation.*

At the present time there are a number of nuclei spreading out rapidly in the form of ribbon development, generally on unserviced land. But in the future there will be a doubling of the urban population and perhaps a tripling of the urban area so that the present centres will only be part of a much bigger unit stretching from Oshawa to Fort Erie. The present centres are Hamilton, St. Catharines and adjacent towns, Niagara Falls and Fort Erie with minor centres such as Welland and the Lake Erie ports.

(b) *The lack of over-all control and the lack of a comprehensive plan.*

This has meant an irrational expansion to the detriment of agricultural use. Until recently it was not required that services should be available for urban growth, and throughout the Peninsula there are many patchy areas and low density developments which are not and cannot be integrated into proper urban growth for many years. Recently there has been a change in the policy of both federal and provincial agencies operating in the area. These changes imply that piped services must be available to future urban development and that there will be an increasing tendency to raise the standards of sewage treatment throughout the area. The general attack on water pollution and the concern to prevent a declining water table and to protect access to fresh water will tend to concentrate urban development within the patchwork which is already established. It has been pointed out by almost all authorities who have studied the land use problem that there is in the Peninsula ample land for

all uses. The problem, therefore, is one of appreciating the conflicts involved, assessing the resources available, and drawing up a concerted plan for the whole Peninsula.

(c) *Awareness of the growing need for a comprehensive review of the total Peninsula.*

This has led the Niagara Regional Development Association to request the Province to carry out such an area study. This study has been proceeding for some time and covers the basic elements of land use, social and economic patterns, transportation and communications and basic services. It forms a basis for a regional plan but it does not proceed to the point of developing proposals. In individual centres within the Peninsula there has been a growing awareness of the conflicts involved and this may, in time, lead to an appreciation of the Peninsula as a sensible planning unit.

(d) *The effect of the highway pattern.*

Historically the Peninsula has functioned as a corridor for entry into Canada, and today there is ample traffic between Buffalo and Toronto and between Buffalo and Detroit across Canadian territory. This east-west movement of traffic and the servicing it requires is affecting urban and agricultural development around the head of Lake Ontario. The location of the Queen Elizabeth Highway developed in response to the demand for such a road, was perhaps the major planning mistake of the last thirty years. Any major expressway is a generator of urban growth. The present measures to restrict the highway cannot offset this original mistake but only limit its effect.

(e) *The effect of the Seaway.*

Arising from the Seaway communication system there is already an improvement in location factors in the Lake Erie ports to the extent that the growth of the petro-chemical and chemical industries in the Toronto-Hamilton vicinity is being echoed by the growth of the chemical industry in the smaller ports along Lake Erie.

(f) *Tourist considerations.*

In addition to being a centre for urban development, national and international communications and the growth of unique fruit the Niagara Peninsula also offers two lakeshores, a fine escarpment and the remarkable Niagara Falls Parkway system. As a result along major highways and outside the main urban centres there is a direct growth of highway commercial facilities devoted to serving an increasing tourist traffic composed of people who are passing through the region to the northland and those who are anxious to stay within the Peninsula. This traffic is in direct conflict with the urbanizing trend, the conflict itself being best expressed in the lakeshore areas which have been lost to the general public and in

the decline of certain tourist facilities where urban sprawl has hindered them.

There are thus the following conflicts in land use within the Peninsula:

(a) The conflict between urban development and agricultural use of available land resources.

(b) Conflict in two major communication systems.

(c) Conflict between recreational, industrial and residential use of lakeshore property.

(d) Conflict in the provision of services to the properties for development.

(e) Conflict between through highways and locally generated land use.

The above conflicts are also apparent in areas elsewhere but are probably most acute in the Niagara Peninsula. Research has shown that there is ample room for all of the additional urban population forecast for the future; that given care, fruit production can continue at the same level despite urban development, provided there is proper protection of remaining high quality lands; that on the lands on the Niagara Escarpment and in the central part of the Peninsula normal agriculture can supply the vegetables needed by an urban population. It is also apparent that given careful planning and given some concept of the importance of lake frontage to the community there can be a proper system of public recreational use of lakeshore areas, while at the same time there would be room for industrial development and for summer cottages and permanent lakeshore residences.

In conclusion, studies have shown that certain uses of land in the Niagara Peninsula are reasonably flexible in regard to location; others are not, and if these are important to the region as a whole, the land on which they depend should be protected. As already mentioned, there is enough land in the region to satisfy the present and potential demand for all principal uses, but if the acute land use conflicts which now characterize the scene are allowed to go unchecked, the resulting cost to the community and to the people of Ontario will be incalculable.

The present situation is aggravated by contradictory official plans and zoning by-laws, along with unsatisfactory co-ordination among federal, provincial and local agencies operating in the area, as well as among various departments of the Ontario Government itself.

To deal effectively with the conflicts between rural and urban land use in the Niagara Peninsula, a land use plan for the region as a whole is required. Such a plan should be a statement of policy, not necessarily a document which defines rigidly the use of each parcel of land.

SECTION 5: RECREATIONAL REQUIREMENTS AND LAND USE

If Ontario is to prosper in the future it is not sufficient for the Province to be merely a place where a family can exist: it has to be a good place in which to live and bring up a family. This is intimately tied to recreational facilities.

At present, southern Ontario lacks recreational facilities in the form of parks, except in the Ottawa, St. Lawrence and Niagara Falls areas, to an extent unparalleled by any other major population centre in North America. Most of our people are forced by the lack of nearby facilities to make the long trek to the northern lakes, adding to the highway congestion, and to the cost of highways.

Park recreation facilities fall into three main types:

(a) Urban
(b) Rural and near urban
(c) Wilderness

The urban parks are a matter for the city planners and are not therefore discussed further in this section of the report. The wilderness parks such as Algonquin, Quetico, Lake Superior and Sibley, are normally found in the areas of Crown lands where they present less serious land use conflicts. The Department of Lands and Forests is able to plan, and does, for the future with some freedom. However, already evidence of overcrowding in some of these existing parks suggests the wisdom of earmarking additional suitable areas for similar purposes.

The critical problem, however, relates to parks for southern Ontario, which are classified above as rural or near urban. It is in these areas that action and planning is urgent today.

Parks in southern Ontario may be classed under the following headings:

(a) National parks	(Administered by the Federal Government)
(b) Provincial parks	(Administered by the Department of Lands and Forests)
(c) Conservation areas	(Administered by the Conservation Authorities)
(d) Roadside parks for picnics	(Administered by the Department of Highways)
(e) County parks (very few)	
(f) Municipal parks (e.g. Metro Toronto)	

Most of the above are quite small or else are not adjacent to the population centres. The extent of the Conservation Areas given over to recreation, for instance, totals only 10,000 acres for the whole of southern Ontario.

It is estimated by planners that there should be a minimum of 10 acres of readily accessible (under 50 miles) park for each 1,000 of population. At present Ontario has a population of 6,040,000 and population estimates for the year 2000 are 12,534,000. This, however, is only part of the story since the main increase will be in southern Ontario.

Obviously the most critical area is, and will remain, that from Oshawa to Niagara Falls. Based on the present population of this area 42,000 acres of rural parks are deemed necessary. By the year 2000 this should increase to 96,000 acres. At present the total is about 3,000 acres. This compares with 60,000 acres for the Chicago area, 15,000 acres for Detroit.

It is easy to quote examples of overcrowding. For instance on one day in the summer of 1958 at the Heart Lake Conservation Area near Toronto some 5,000 people were at one time trying to make use of 150 yards of developed beach. To show the extent of the use of these parks, the following figures are of interest:

	Area-Sq. Miles	*Approx. Distance from Population Centres*	*Attendance (1959)*
Algonquin Park	2,700	150 miles	421,000
Pelee Park	5	35 miles	550,000
Rondeau Park	8	40 miles	670,000
Presquile Park	2	20 miles	330,000
Conservation areas of the Metro Toronto and Region Conservation Authority.	5	20-35 miles	817,000

These figures are not given to minimize the value of the wilderness parks, which serve a special and highly important function, but rather to emphasize the need for adequate outdoor recreational facilities near heavily populated areas.

From the point of view of the land use conflict with agriculture, it is fortunate that this seldom exists, since areas suitable for parks are seldom suitable for farming. The land conflict normally comes with individuals who wish to develop the most suitable park areas for residential use. For instance it is an astounding fact that virtually no public land is available along the Ontario lakeshore for park purposes between Oshawa and St. Catharines.

Every prediction for the future forecasts more time for leisure for Ontario's rapidly growing population, and all indications are that people will spend an increasingly large part of this time in outdoor recreation. It is vital therefore that no time be lost in initiating a programme of land acquisition for park purposes that will adequately meet the needs of the future. Particular attention should be directed to the Niagara Escarpment from Niagara to Caledon and to the Grand River Watershed, to mention just a few of the possibilities.

The importance of tourism and its direct relationship to the recreational use of land has only been realized of late. In 1958 receipts from visitors to Canada amounted to $349 million. It is the view of the Federal Government that this could grow to over one billion dollars within 20 years.

It follows that with a potential value of this magnitude recreational use must be viewed as a highly important factor in our over-all land management. Moreover since fish and wildlife are a main drawing card for tourists it is important to intensify their management. It is estimated that over 500,000 people hunt every year in Ontario and that over 750,000 fish, between them spending $85 million.

We must dispel the notion that our lands suitable for recreation are limitless and can be taken at will. The truth is that the areas ideally suited for public recreational purposes are quite limited. Such areas must be selected on a long term plan and acquired or reserved before they become lost for all time to other land uses.

We must put recreational land use on a par with forestry or agricultural land use.

SECTION 6: WATER RESOURCES AND LAND USE

Adequate water is vital to the urban dweller, to industry, to agriculture and to recreation. It is usually the resource most squandered.

Twelve percent of the surface area of Ontario is water yet water is in short supply in many areas. Hardly any stream in southern Ontario is not polluted.

As water demands in the year 2000 will be at least treble those of today our growth will be hampered if we do not plan adequate water supplies for the future. This includes provision for proper sewage disposal.

Urban and industrial development takes place where water is available. Thus the provision of water to an area is a major factor in influencing its land use. Conversely it provides a tool available to planning authorities for directing development to desired areas.

Our water resources come from various sources. These include the lakes, the streams, the artificial traps and underground water of various types. It is important that we should know in detail our total water availability, for it is this with which we have to work.

We must also know our total water requirement town by town, even farm by farm, both now and in the future, after taking into full consideration the land use pattern which will exist.

This is the task before the Ontario Water Resources Commission which the Government is to be commended on having established.

Our lakes, streams and impounded waters are also important as habitats for fishes and other aquatic animals. Considerable management and research will be necessary to maintain these resources.

SECTION 7: THE USE OF WETLANDS

Perhaps one-quarter of the land area of Ontario is made up of wetlands, consisting of muskeg in the north but with significant areas of swamp and marsh in the south. Being so large a part of our land heritage, we should know more about them. As used in this report, the word "wetlands" does not apply to poorly drained mineral soils in agricultural use.

At present, wetlands are variously considered as useless waste land, sources of water or habitats for wildlife. Properly drained, certain of them can provide soils for special crops.

Obviously draining should not be indiscriminate but should take into consideration the effect on the surrounding watertable and the possibility of reduced recreational values in the area through the destruction of the wildlife populations present. For the area to remain as a wetland may often, in fact, be the best over-all land use. Unfortunately as we do not know enough about our wetlands or how best we should handle them, we are in danger of inflicting permanent damage upon them.

Since wetlands represent so large a part of the Province, and since they are so critical both to the watertable and as nesting and resting grounds for wildfowl, sufficient funds should be devoted annually for research on wetlands aimed at greatly increasing the return from these areas.

SECTION 8: SOILS AND LAND USE

There is a great diversity of soils in southern Ontario, from coarse sands to fine clays, from wet to dry, from thin to thick coverings over bedrock, from high to low organic matter content, from high to low lime content and from high to low content of plant nutrients.

Man, in order to obtain his livelihood from the soil by growing cultivated crops, cannot avoid upsetting the balance of nature. Examples of man's exploitation of the soil, almost to its complete destruction as an agricultural resource, can be found in Ontario; but in those cases where sound systems of soil management have been followed, productivity has been increased over the years by the addition of soil amendments and by agronomic practices. Some deterioration of our soils has undoubtedly occurred but it has not been catastrophic and productivity can be restored in most cases.

Part of the increased total production is accounted for by the change from horses to tractors. In the past a good portion of each farm existed to provide energy for the farm work animals. Today fuel from outside drives the tractor and has released this acreage. However, we no longer have this acreage in reserve.

Much of Ontario consists of the Precambrian Shield which has little or no soil covering. Of the areas that have been only partially developed, the clay belt area of northern Ontario offers the greatest potential. Thus, in considering the relationship of soils to agricultural land use, we are considering only southern Ontario. The Precambrian areas must remain, as they are now, primarily under forestry land use.

Soil survey information has been compiled for approximately 33,000,000 acres located south of the Precambrian Shield. The main land use hazards associated with the soils being used for agricultural purposes in southern Ontario are as follows:

Poor Drainage	4,000,000 acres
Imperfect Drainage	4,000,000 acres
Hilly Topography	1,000,000 acres
Low Fertility and Moisture	3,000,000 acres
Susceptibility to Water Erosion	6,000,000 acres
Excessive Stoniness	1,000,000 acres
Shallow over Bedrock	2,000,000 acres

Our soils are an important natural resource and must be guarded. They are not unlimited. We are, of course, far from realizing the full productive capacity of our Ontario soils. However, if we are to be guided by population predictions, we must make considerably greater demands on our soils in the foreseeable future to meet domestic requirements. It is a sobering thought that the increased production must come from greater expenditure on fewer acres and at a higher unit cost because of loss of agricultural land for industrial and urban development, for highway expansion, and for other non-agricultural uses.

If Ontario is to remain the industrial centre of Canada it must have access to low cost food. Likewise the farmer must be able to earn a living comparable to that of his city neighbour. This is only possible if yields per acre are increased and if the good soils are used to the maximum. About 12,000,000 acres of the soils of southern Ontario are well suited for agricultural purposes. Every step which removes part of the 12,000,000 acres of good or prime land from agricultural uses, drives agricultural production onto poorer land and means ultimately an increase in food production costs. This could reach a point of imbalance where food costs in Ontario became so high as to be detrimental to industrial expansion.

SECTION 9: TAXATION AND LAND USE

Taxation is a major factor influencing land use.

Land cannot be farmed economically once taxes rise much above the level of those in the average farm community. Time after time in recent years we have seen uncontrolled urban sprawl spread into the rural areas, with the consequent demand for new schools and other services. The inevitable result is higher taxation for the farmers and decay of the farming community.

Most farming involves long term planning, whether it be to reseed a field, build new fences or plant a new orchard. No farmer will gamble on making these capital expenses if there is a threat of major increases in taxes.

If, therefore, land is to remain in agriculture anywhere near our large cities, and is to be farmed properly, assurance of tax stability is a prerequisite. Immediately the tax level threatens to become too high the land is either forced into idleness, condemned to exploitation farming or else broken up for sale in residential parcels. The key to tax stability for agricultural land lies, of course, in establishing a uniform assessment base for farm land irrespective of where it is located.

The tax problems of most of the urban areas are equally unsatisfactory. Proper land use planning could well establish what areas should be devoted to industry and commerce, to housing, to schools or to parks. However, our tax structure does not permit this. We have fragmented the level of our tax collecting to such a point that each little area has to have a tax assessment role balanced between residential and industrial. Wrong land use patterns are forced upon virtually all of our municipalities. This is expensive for government and industry alike.

This problem would, of course, be eased and better land use planning would be possible if taxes were collected on a regional basis and redistributed from there, and if planning were also placed on the same regional basis.

SECTION 10: THE FUTURE LAND USE REQUIREMENT

Land is required for many purposes and upon its efficient use will in great measure depend the standard of living of future generations.

It is difficult to visualize the day to day changes necessary in the land use pattern to meet our changing requirements. The need can be seen in clearer perspective by spanning a number of years. This is why, in this report, we have selected the year 2000 for consideration, a date well within the lifetime of our children.

As population grows, increased areas of land are liable to be needed for the following purposes, and there are others:

(a) Food production

(b) Urban development

(c) Road building and other means of transport

(d) Recreation

(e) Water conservation

(f) Forestry

These subjects were considered in detail in preceding sections of this report.

Agriculture is the user of the largest amount of land in southern Ontario. Before considering agricultural trends in the year 2000, two assumptions are necessary. They are:

(a) What prices are likely to prevail at that time.

(b) What population increase will have occurred.

The submission of the Ontario Government to the Royal Commission on Canada's Economic Prospects indicates that Ontario might expect a population of approximately 8,184,000 in 1975. Assuming a continuation upwards, actually at a falling percentage of increase, this would indicate a population for Ontario of 12,534,000 in the year 2000. This is 2.42 times the population in 1955. The following table shows this projection:

Year	Population	Year	Population
1955	5,183,000	1980	9,054,000
1960	5,863,000	1985	9,924,000
1965	6,555,000	1990	10,794,000
1970	7,314,000	1995	11,664,000
1975	8,184,000	2000	12,534,000

Cities are overrunning many acres of good land in Ontario. This could be serious if the city workers were both curtailing production through uncontrolled sprawl while at the same time increasing the need for agricultural products. This situation, therefore, needs further examination.

The annual report of the Department of Municipal Affairs for 1956 shows that the total assessed area of incorporated towns and cities in Ontario covered 517,000 acres while in the same year 20,000,000 acres were in use in Ontario farms. Thus the land for cities could treble, as indeed is likely by 2,000 A.D., without cutting too seriously into the total area of agricultural land still available in Ontario. In fact the present trend is for farm land to be abandoned for economic reasons faster than we are absorbing an equivalent area into the cities, but this trend will likely reverse before 2000 A.D.

Most of the land being abandoned, other than through urbanization, is of the marginal type not suited to agriculture, much of which should probably never have been cleared. This is not a matter of concern provided that the good soils which can produce economically are being protected. Unfortunately this is not always the case, the most important example being the Niagara Fruit Belt, where the combination of soil, climate and water make it irreplaceable in Canada. This has been discussed in detail earlier.

Taking Canada as a whole, the only agricultural food in which we had a large percentage surplus in 1956 was wheat for bread flour. If we are to eat as well in 2000 A.D. as we did in 1956, it seems obvious that we will have to produce by then over twice as much of most kinds of food as we do now. We may find substitutes in part but substitutes also require land for production. Moreover with the increase in real income forecast by the Royal Commission on Canada's Economic Prospects, we may become more choosey about our food and less inclined to accept substitutes.

The trend in agricultural production is in the direction of producing more per acre. It would appear, therefore, that the increased demand in 2000 A.D. may be met by increasing per acre yields rather than having to recover for agriculture every available acre. The importation of food products into Ontario from elsewhere in Canada, and from foreign sources, will also govern to a great extent our agricultural land pattern. Of course, our ability to import from foreign sources will depend on our ability to export and compete in foreign markets. It would appear unwise to place too much reliance on being able to buy abroad, where domestic consumption may well by then have absorbed surpluses.

The Royal Commission on Canada's Economic Prospects forecasts that we shall be using in the future more red meat per capita. If so, it follows that the increase in Canada's livestock production will have to expand at a rate greater than the population rise, i.e. perhaps to triple by 2000 A.D. relative to today.

In general the increased food necessary in Ontario by the end of this century will be gained in three ways:

(a) By importing more food from the Prairie Provinces, plus some increases from abroad.

(b) By more intensive production on the good lands of Ontario.

(c) To a smaller degree, by expansion of some acreages in northern Ontario (Clay Belt).

These changes in food sources will be accompanied by many shifts in the type of production in southern Ontario. Some of them can be summarized as follows:

(a) *Milk*

In 1956 the cities of Ontario absorbed as fluid milk 1,596,312,000 lbs., which was about 38% of all milk leaving farms. The balance was used for dairy products. The anticipated increase in population by 2000 A.D. indicates that 2.4 times as much milk will be needed. In theory this could be met by diverting all present milk production to the fluid milk market, leaving the requirements for cheese, condensed milk, butter and powdered milk to be met from outside the Province. In practice much of this increase will probably be met by new production in Ontario.

(b) *Beef*

With the requirements for beef perhaps tripled, and with our Ontario pastures needed for milk production, the present trend for increasing quantities of our beef to come from western Canada will continue. Two exceptions to this trend will occur; first—that since much of our beef comes from dairy stock (veal calves, sterile heifers, old cows) the increased dairy herds will provide increased quantities of meat of these types; and, second—that in those areas well suited to the production of cash crops, for which there will be an increased demand, beef herds will also increase in order to consume the cash crop by-products, e.g. straw. In this type of farming beef fits well into the labour programme. It appears as a not unreasonable conclusion that over-all beef production in Ontario may not decline by 2000 A.D. but it will certainly not increase to the extent necessary to feed the larger population.

(c) *Grains*

Ontario imports all of its bread wheat from Western Canada and this will, of course, continue. At present, depending upon conditions, it imports 20% to 50% of its feed grains. By 2000 A.D. the percentage drawn from the West will increase, although over-all production in Ontario will probably be up, with a swing to hybrid corn in southern Ontario and away from small grains.

(d) *Vegetables, Fruit*

Vegetable production in Ontario will probably step up proportionately by 2000 A.D. to meet the increased need, as an abundance of suitable land exists, particularly in certain undrained marshlands. Fruit production too will undoubtedly increase, provided that prices improve, but the increase is unlikely to be proportional to the population increase due

to the serious limitations of special soils for some crops and to the trend towards greater use of imported citrus fruits.

It has been reported in an earlier section of this report that we have in Ontario 33,000,000 acres of land south of the Precambrian Shield. About 20,000,000 acres of this is being farmed but only 12,000,000 acres can be considered good land. We have, then, a large acreage outside the 12,000,000 acres which could be used for non-agricultural purposes without damaging significantly our ability to produce good and cheap food in the future.

We have seen that we shall need over 500,000 acres of additional land by 2000 A.D. for urban purposes and this is more likely to approach 1,500,000 acres if country dwelling commuters are also, as they must be, included.

Recreational requirements indicate a need for 96,000 acres of additional rural parks for the near Toronto area. This might be doubled to 200,000 acres for all of southern Ontario including provincial parks and conservation areas.

We appear, therefore, to have the required land resources. Will we use them properly?

SECTION 11: RESOLVING LAND COMPETITION

Land competition occurs when two or more interests require the same piece of land for conflicting purposes.

With an expanding economy land competition is bound to occur. Some of it is inevitable but a great deal is induced, much of it by government action.

The factors which fall in the latter category and induce a new land use pattern include the following:—

(a) The opening of new highways.

(b) The provision of services to an area, e.g. water, power, gas, etc.

(c) A changed tax structure.

Where, therefore, it is undesirable in the long term interest of the Province's economy to see a change in a land use pattern, governments (whether provincial, municipal or at any other level) should weigh carefully their plans before taking action which is bound to induce a changed pattern. The converse is equally true. Good planning can steer development onto lands which are contributing little under their present land use. This might be described as the positive approach.

The question of whether a land owner can do what he wants with his property is a very basic one. The city dweller already accepts certain zoning laws. In fact what he can do is strictly controlled. The rural land owner also accepts some controls but revolts at the thought that anyone, other than himself, should be the judge of whether or not he may sell his property for a changed land use, e.g. from agriculture to subdivision for urban purposes.

We control our forests and insist that they be cut on a sustained yield basis. This is because our forests are not limitless and we are concerned to protect our long term interests, even if we could make larger earnings for a few years in the forest industries by indiscriminate felling. However, we do little to protect the 12,000,000 acres of good soils, which are all that we have in Ontario.

It is very seldom that any development requiring the use of existing agricultural land is faced with a single choice of site. Currently there is no machinery to ensure that the development is directed onto the area most beneficial to the total land use, nor do the facts always exist which would enable such a decision to be taken even if the machinery were available.

We believe, based on the trends developing in Canada and in other lands, and in the light of the increased land demands of the future, that

it is only a matter of time before land use will be controlled at the provincial level. However, rigid controls appear premature at this time. *It would seem that an approach which safeguarded the major portion of our prime soils for the future should suffice for at least the next 20 years.*

As explained in earlier sections, there is a close relationship between land use and taxation. The wrong tax structure can quickly force land from its optimum land use into another purpose which can support the immediate tax load.

The land requirements for recreation are such that their fulfiling requires no special new machinery. All that is needed is the determination by the Government to select and purchase or reserve the land required while it is still available.

The compilation of the necessary data to enable planning authorities at all levels to make sensible land use decisions is not a large task using modern methods. It could probably be done for the whole of southern Ontario in four years at an acceptable cost. Such data must include soil surveys and existing land use maps. From these, land capability maps can be compiled.

In conclusion, and in very broad and simple terms, we believe that a solution to land competition might be found in the following manner:—

(a) By compiling the necessary survey data and establishing the optimum land use.

(b) On a positive basis by planning public works, particularly highways, in such a manner that the land use pattern is least disrupted and even improved by directing development into desired areas. This would necessitate consultation among the Departments of Highways, Agriculture, Lands and Forests, Planning and Development, and Municipal Affairs.

(c) By arranging for the establishment of Regional Planning Boards; by establishing uniform assessment procedures in each Region; and by collecting centrally all taxes in each Region for redistribution to municipalities on an equitable formula basis, such that industrial and residential development could be concentrated economically in a properly planned way.

(d) By ensuring that the Department of Municipal Affairs uses its authority under the Planning Acts to classify land as follows:—

  (i) Class A—Prime agricultural land, which cannot be sold for non-agricultural purposes without reclassification into Class B which would require the approval of the Departments of Municipal Affairs and Agriculture.

  (ii) Class B—Second grade agricultural lands, or prime agricultural lands which for some reason (e.g. adjacent to cities) had been reclassified. These lands could be changed to Class C at the discretion of the owner at any time but could not be resold for non-agricultural purposes unless this were done. Reclassification to Class C would be permanent.

  (iii) Class C—All other lands including urban, suburban and rural awaiting development.

(e) By passing legislation at the Provincial level under which Class A and B lands were assessed and paid taxes on a rural basis, whether or not they lay within the area of a Regional Planning Board or were adjacent to urban development.

The above system would permit land owners to plan their agriculture on the Class A soils on a long term basis with the assurance that taxes would remain at acceptable levels. It would permit Class A and B lands to continue in farm production right up to the urban perimeters. It would protect the major part of our valuable soils for the future with the minimum of controls. It would permit better urban planning. Finally, while not eliminating all land competition, it would result in this competition being confined largely to those lands whose changed use would be least harmful.

In closing this section of the Report, it should be remarked that while at first sight the classification of farm lands into A, B and C might appear punitive to the land owner, in fact we do not believe this to be the case. Lands which will be taken out of agricultural use for residential-industrial purposes in the next 20 years are those adjacent to our cities. We are not recommending that such lands be placed in Class A, but rather in Class B. Offsetting any loss of freedom to sell for non-farm purposes, it will be noted that we have made a positive recommendation, highly favourable to the agricultural community, for a more equitable tax load.

SECTION 12: RECOMMENDATIONS

Owing to the unprecedented growth that has occurred in Ontario since the end of the last war, problems of land use have become steadily more acute, with the result that there is now an awareness by the public of the need for reappraisal, along with some revision, of existing policies.

Several departments of the Ontario Government have been working earnestly to find solutions to the land use problems with which they are concerned, but their efforts in this direction are being hampered by insufficient co-ordination and by the lack of an over-all policy.

After many months of intensive study and research into problems of land use, the Conservation Council of Ontario recommends:

(a) **THAT THE GOVERNMENT OF ONTARIO TAKE STEPS IMMEDIATELY TO CREATE A LAND USE PLAN FOR THE PROVINCE AS AN EXPRESSION OF OVER-ALL PUBLIC POLICY.**

(b) That in order to formulate the above mentioned policy, a council with representation from each department of the Government concerned with land use planning be appointed, together with a full time chairman; that the chairman of this council be given authority to require the making of all necessary surveys, studies, and plans (where incomplete), such surveys to include existing land use maps, land capability surveys, soil surveys, wetland surveys, and other data; that the necessary permanent administrative machinery be established to implement the plan.

(c) That the public policy concerning the use of our land and our natural resources be based on what we have, how we are now using it, and how we can best use our land and resources for the future.

(d) That urgent priority be given to establishing an official land use plan for the Niagara Peninsula as a whole.

(e) That the Department of Lands and Forests, having shown considerable foresight in compiling a forest inventory of the Province, be commended for this action and urged to continue its present plans of keeping this inventory up to date.

(f) That a long term programme for the building of access roads in the northern forested areas be established, aimed at better land use through more intensive forest management.

(g) That the future road network of the Province be designed within the framework of the over-all land use plan with due consideration being given to the routing of highways on the land use pattern.

(h) That a long term programme to earmark specific areas in southern Ontario for future park use to a total of at least an additional 96,000 acres be begun immediately; that an annual budget be established for the acquisition of these lands, to be held by the Crown until funds become available to develop them as parks; that legislation be introduced to prohibit further subdivision or changed land use until the areas are purchased by the Crown when the owners shall be paid fair compensation based on current land values.

(i) That a survey be made of suitable sites for additional parks of the Quetico and Algonquin type, with a view to reserving such areas for the future; that mining activity be prohibited in such parks, both existing and planned, and that forestry activity be strictly controlled; that accordingly land for these parks be reserved as far as possible in areas with the minimum mining and forest industry potential.

(j) That a survey be carried out to define the total water availability in southern Ontario, the present water use, and the future water requirement.

(k) That a long term plan be established to rid the rivers of Ontario of pollution.

(l) That an annual budget for research into wetlands be set up to determine the best use and management of these important areas, and that meanwhile indiscriminate draining of wetlands be discouraged until more is known about them.

(m) That one of the chief aims of Ontario's official land use plan be the preservation in agriculture of the 12,000,000 acres of prime soils in Ontario, being the total of prime soils available; that taxation, agricultural supports, and other policies be aimed at encouraging production on the prime soils and vacation of marginal lands where economic farming is impossible; that a procedure for zoning agricultural land be integrated with the official land use plan aimed at prohibiting, or at least discouraging, the reclassification of our prime soils from agriculture to other land uses.

(n) That methods of assessment of land be introduced and related to zoning so that prime agricultural land, wherever located, be relieved of unfair taxation thus permitting economic farming of lands up to, or even within, the urban perimeters, due consideration being given to the need for greenbelts around our cities.

(o) That in order to ensure that industry and housing, as well as other land uses, will be located to the best advantage, planning be established on a regional basis; that to effect this, taxation be collected on the same regional basis against a standard assessment procedure, the monies being re-distributed to the communities in the region in accordance with formulae designed to meet education and other commitments.

MEMBER ORGANIZATIONS
OF
THE CONSERVATION COUNCIL OF ONTARIO

AGRICULTURAL INSTITUTE OF CANADA
(Ontario Provincial Council)

CANADIAN INSTITUTE OF FORESTRY
(Southern Ontario Section)

COMMUNITY PLANNING ASSOCIATION OF CANADA
(Ontario Division)

FEDERATED WOMEN'S INSTITUTES OF ONTARIO

FEDERATION OF ONTARIO NATURALISTS

JUNIOR FARMERS' ASSOCIATION OF ONTARIO

NORTHERN ONTARIO TOURIST OUTFITTERS

ONTARIO COUNCIL OF COMMERCIAL FISHERIES

ONTARIO FEDERATION OF AGRICULTURE

ONTARIO FEDERATION OF ANGLERS
AND HUNTERS

ONTARIO FORESTRY ASSOCIATION

ONTARIO PROFESSIONAL FORESTERS'
ASSOCIATION

ONTARIO SOIL AND CROP IMPROVEMENT
ASSOCIATION

QUETICO FOUNDATION

ONTARIO CHAMBER OF COMMERCE

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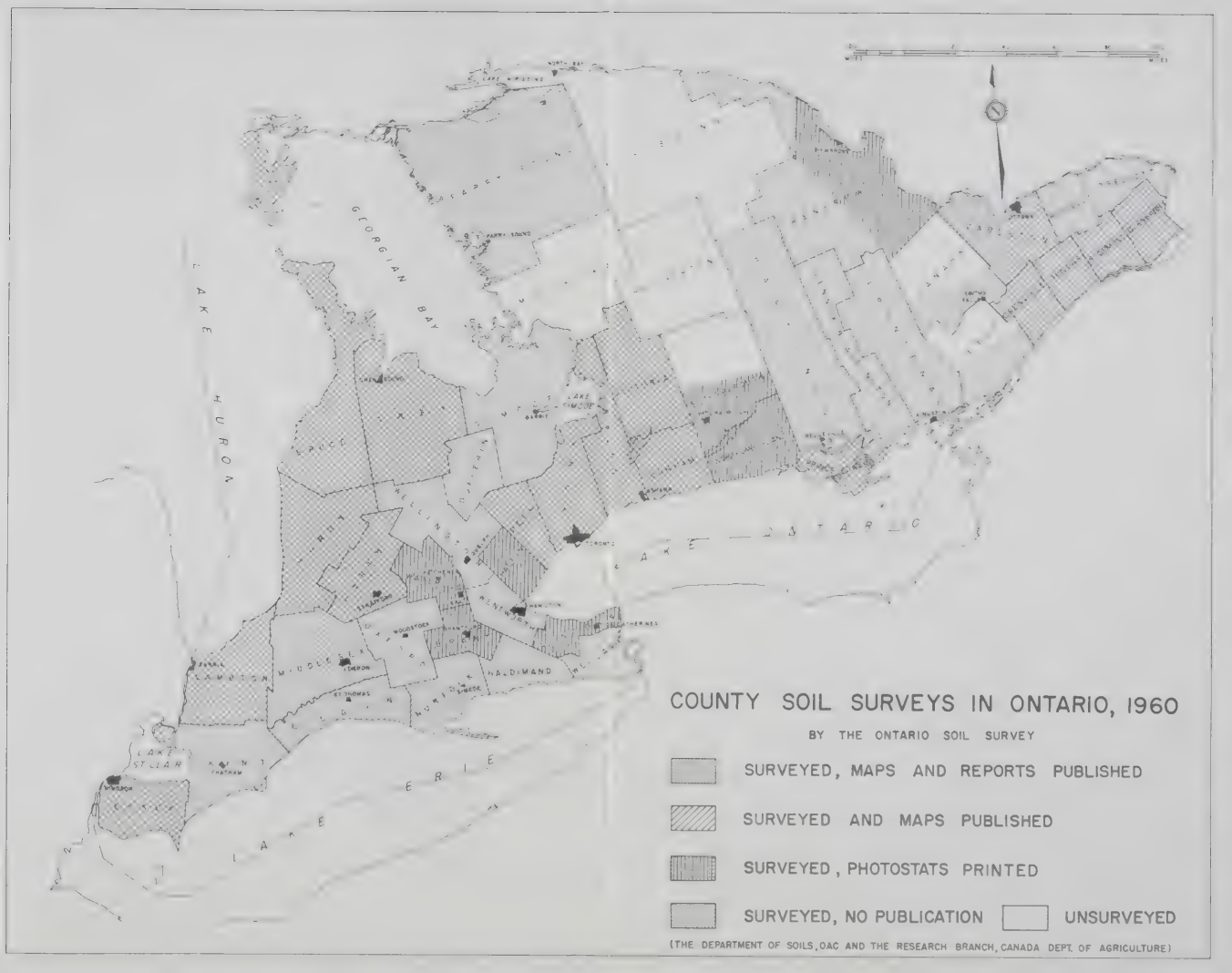
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COUNTY SOIL SURVEYS IN ONTARIO, 1960
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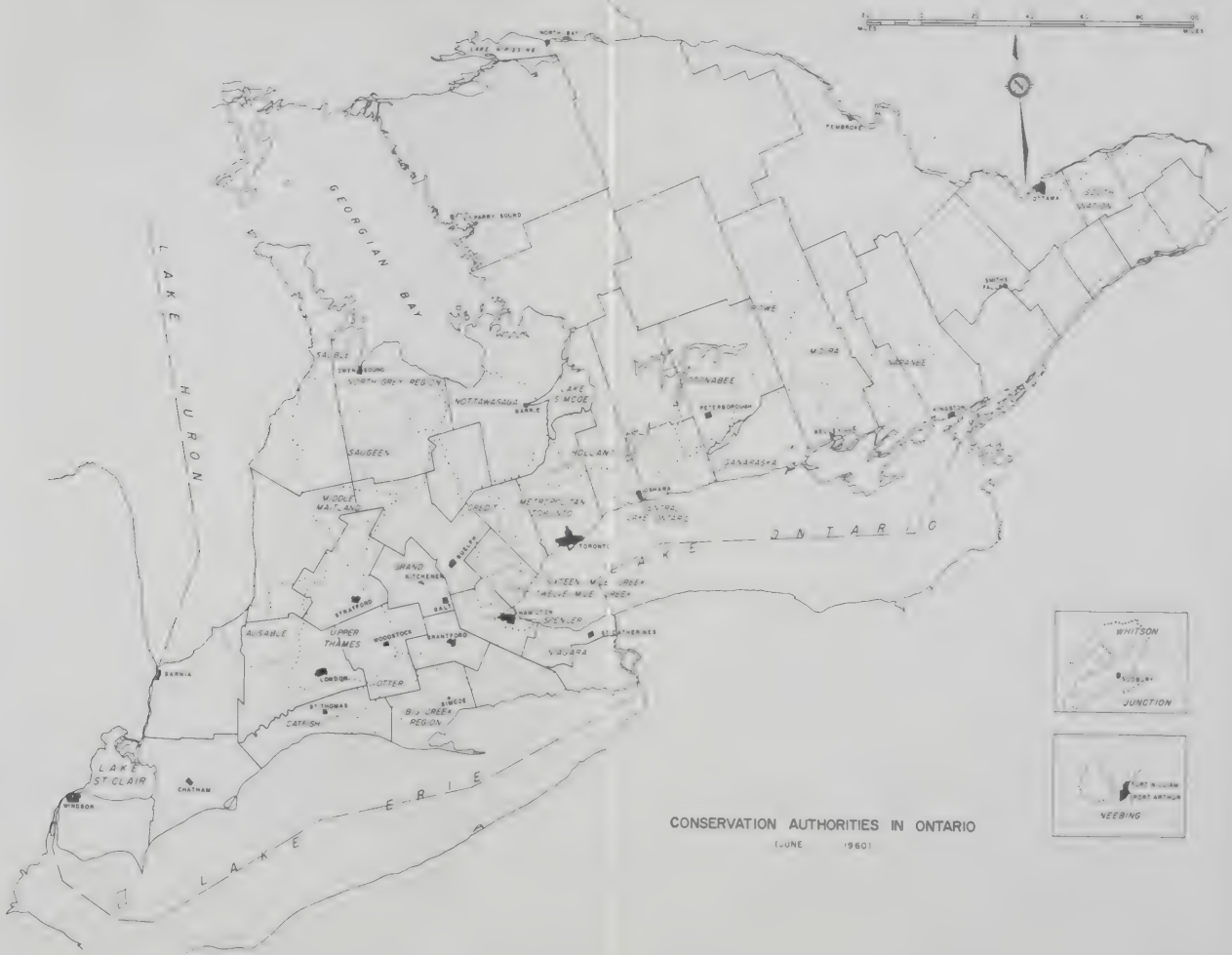

CONSERVATION AUTHORITIES IN ONTARIO

JUNE 1960

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